

INTELLIGENCE DIRECTORATE
EVALUATION SYSTEMS

The purpose of this paper is to describe the various ways and means by which evaluative judgments are developed and used in the decision-making process of Directorate management.

The Intelligence Directorate functions primarily as a producer of finished national intelligence. It also provides some community services of common concern in the overt collection of raw intelligence information and in the processing and exploitation of imagery collected by overhead reconnaissance programs. Ancillary to both of these functions is the production of intelligence guidance which reflects the needs for information and the intelligence usefulness of information acquired by community collection resources.

The Directorate evaluative processes, therefore, concern (a) the adequacy of its analytical publications in providing intelligence support to the formulation and implementation of national policy; (b) the usefulness to the community of the information derived from its collection and exploitation programs; and (c) the degree to which its guidance to collectors enhances their effectiveness in providing a continuing flow of information needed in the production process. Inherent in all of this, of course, is the continuing process for evaluating and motivating the personnel who perform all of these functions and for judging the level and apportionment of Directorate resources which will provide greatest productivity at the most reasonable cost.

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Intelligence Analysis and Publication

The Directorate publishes annually over 500 in-depth analyses of various foreign, political, economic and military affairs related to U.S. strategic policies and actions. In addition, the President's Daily Brief

and the Central Intelligence Bulletin reflect the day-to-day dynamics of many of these same foreign affairs in consonance with the current concerns of U.S. policy levels. Finally, the Directorate submits contributions to responses for various National Security Study Memoranda as appropriate.

What to Produce and Publish? Unfortunately, intelligence has never succeeded in having the highest policy levels of government spell out, in an orderly and comprehensive form, the substance of its advance needs for intelligence support. Although we have lived for years with the PNIOs and CNIOs and are now still trying to find a more meaningful way of expressing intelligence objectives in DCID 1/2, the intelligence production process responds principally to a highly informal but continuous flow of a variety of "indicators." A large part of the Directorate production process, therefore, does not lend itself to programming and scheduling in accordance with a static list of intelligence objectives; production is dependent upon the dynamics of world situations, the concerns of U.S. policy makers (as expressed in such things as NSSMs), and U.S. reaction to or involvement in world affairs.

Many of the indicators find their way into the Directorate because the DDI and the Director of Current Intelligence attend the DCI's morning meeting. The Director's attendance at Congressional briefings, and his meetings with the NSC and its panels and other groups provide a constant feel for what is required to keep the intelligence production process in tune with policy-level needs for intelligence support. Similarly, involvement of the DDI, the ADDI and other key Directorate managers in the affairs of the NSC substructure provide a further flow of indicators which are the bases for the continual reshaping of both the current intelligence and the in-depth analysis efforts of the Directorate.

As a mechanical aid to the review and management of the substantive profile of in-depth intelligence studies, the intent to produce a study (Intelligence Memoranda and Reports) is recorded in a centralized Directorate production schedule. These entries describe the studies to be produced within the next eight weeks and indicate, where appropriate, the intended recipient and the purpose to be served. This descriptive

schedule aids both the DDI and the ADDI in ensuring that proposed studies are timely and appropriate to principal policy and operational concerns of government which need intelligence support.

How Good is the Product? The centralized production schedule enables all managers to know what is in the pipeline, who requested it and when it will be available for delivery. As manuscripts are completed, they are subjected to a number of division and office-level quality controls during the editorial process. These quality controls include a rigid evaluation of whether the conclusions of the study are consistent with and supported by the evidence at hand. Following coordination with appropriate Agency components, the study receives a final review and approval by the DDI or his Assistant before it is published.

Should subsequent events prove that the conclusions of a study were not on the mark, the effectiveness of our analytical process is examined by means of a post-mortem process. For example, following publication of intelligence studies on shipping through Sihanoukville, newly available data indicated inaccuracies in our original judgments. As a result of a post-mortem, methodologies for analysis of data were changed to safeguard against similar errors in the future. So far, overall marks for objectivity and accuracy in intelligence publications have been good and there is every expectation that they will continue to be so.

Of late, the Directorate has begun trial use of a process to regularize scoring of the accuracy of judgments contained in finished intelligence issuances. As of now, the Office of Current Intelligence records each of its published predictions and at a later date, the accuracy is checked against actual events. The results are reported to the DCI on a monthly basis; the system is being tested as an aid to evaluation of (a) the effectiveness of the current intelligence analytical process and (b) the accuracy and validity of the sources of the information on which the prediction was based. If, over a time, this method proves to be a useful aid to Directorate management, it may be applied to other production components of the Directorate.

As to determining the degree to which Directorate products meet the intelligence support needs of policy-level recipients, it is unproductive to ask consumers of intelligence to grade that which he is receiving. This is especially true when checklist forms are used and the measure of effectiveness is a machine listing of the stylized responses. An informal system of constant liaison with consumers may provide the most meaningful feedback on the adequacy of Directorate intelligence publications.

Information Collection and Imagery Exploitation

Two Directorate components are concerned with the overt collection of information--one from [] and the other from coverage of the foreign radio and press (FBIS). Two others, NPIC and IAS, are concerned with the exploitation of imagery derived from overhead reconnaissance programs. All, except IAS which is CIA's departmental center for imagery analysis, are community services of common concern. Consequently, the adequacy of the products of three components are judged in terms of usefulness to all member agencies of the intelligence community. IAS effectiveness is judged on the basis of its responsiveness to direct support requirements of the Agency.

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All of these collection and exploitation components base their respective efforts on (a) general intelligence guidance reflective of the principal concerns of community production components, (b) specific intelligence requirements to guide exploitation of selected sources and source materials and (c) evaluative feedback on the importance and usefulness of information derived from the sources.

All of the above factors are brought into play through both formal and informal mechanisms. Representative of formal guidance used by these components are: the DCI-approved National Tasking (Imagery) Plan; USIB-approved COMIREX requirements for mission exploitation; the CIA Current Intelligence Reporting List; and the formal Specific Information Collection Requirement system in use in the community.

To measure the adequacy of their efforts in meeting the requirements of consumers, all components regularly seek formal appraisals of the intelligence value of selected aspects of their respective reporting. Such appraisals may be tailored to measure effectiveness of a selected [redacted], FBIS bureau, or group of photointerpreters. In other instances it may measure overall component effectiveness in making a meaningful contribution to an important topical intelligence problem. In addition, [redacted] [redacted] sends to consumers a formal evaluation form along with selected individual reports as a means of gauging the quality of its source-selection process.

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The informal mechanism for substantive guidance and feedback to the collection and the processing managers of the Directorate consists of constant liaison with the recipients of their products--namely, the analytical elements of the community. This system probably provides the flow of evaluative data most useful to the managers in shaping the thrust of their respective efforts in order to satisfy the most important and urgent needs of their customers. Also, as a means of self-evaluation, both NPIC and IAS will do ad hoc post-mortems of the accuracy of their readouts of the past as seen in the light of new discoveries provided by subsequent reconnaissance missions.

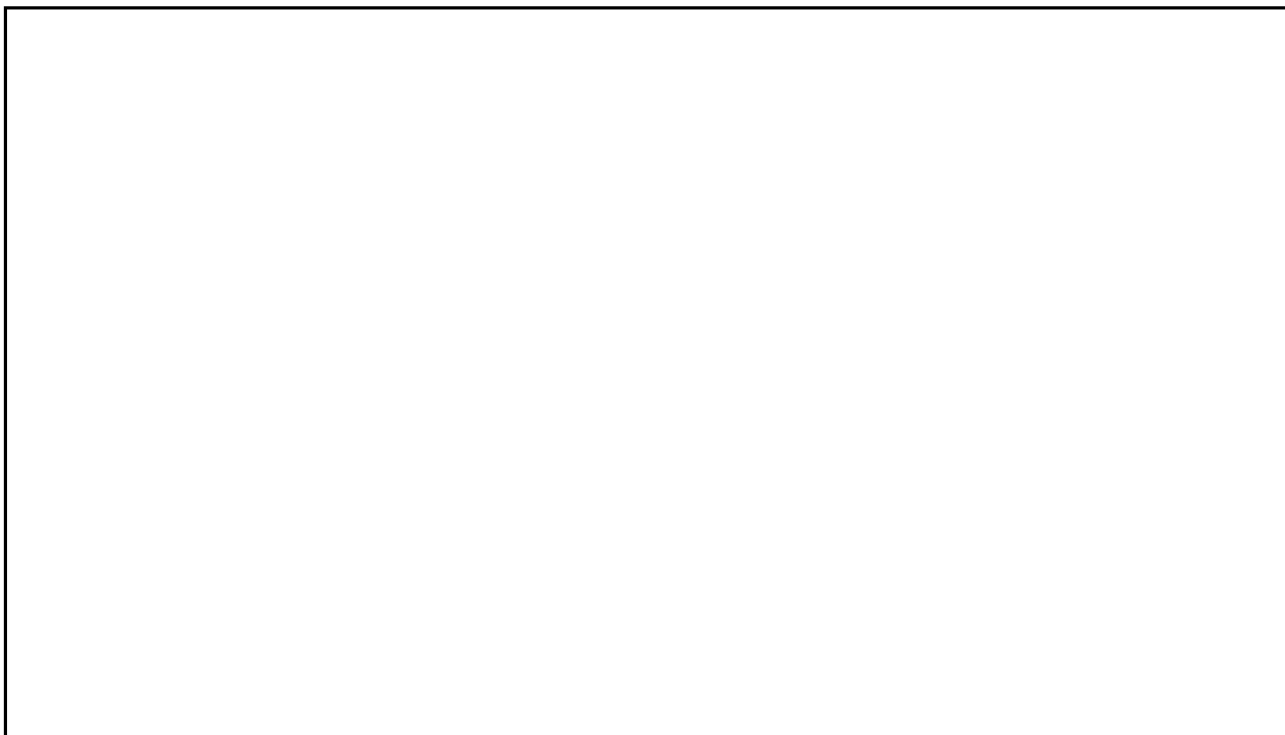
Guidance to Information Sources

One of the Directorate's continuing responsibilities in support of the DCI is to provide guidance to community managers and program review authorities in the planning and programming of intelligence resources, especially those related to high-cost collection efforts. Additionally, the Intelligence Directorate provides such guidance as a means of ensuring that the information received from all collection systems satisfies the needs of its production process.

The system for providing intelligence guidance generally consists of the requirements process for expressing our information needs to collectors and the evaluation or assessment mechanism for gauging the value of collectors' products. The latter measure is intended to influence program reviews and resource decisions that affect the nature and

quality of the raw information flowing into our intelligence production process. We use a variety of analytical methodologies and systems to arrive at judgments concerning the effectiveness of all sources which feed information to the production process. Among these is a system for maintaining a running account of the contributions and importance of designated collection programs to the conclusions in the daily Central Intelligence Bulletin, as well as each of our in-depth studies.

The principal question, however, is how do we evaluate the effectiveness and adequacy of our intelligence guidance--in short, does it influence the community collectors to allocate, task and operate their respective resources so as to satisfy the information needs of the CIA production process? There is no simple way to determine the answer to this question.



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It is readily apparent that it would be most difficult to attempt to weigh the effectiveness of CIA inputs to such intelligence guidance in terms of its singular impact on collection resources. Once again we can rely only on continuing informal feedback and subjective judgment of our effectiveness in this sphere of activity.

Information Handling

The Directorate's role in support of Agency programs also is reflected in the handling of the massive flow of information which we must manage effectively. The Central Reference Service is responsible for the dissemination, storage and retrieval of all-source information in support of production and related activities. The effectiveness of information handling processes are under continual surveillance, and is particularly meaningful through the feedback from Agency elements which CRS serves. For example, the adequacy of CRS' responsiveness to production needs is tested on a regular basis by consulting consumers on the effectiveness of CRS' machine-assisted dissemination system. CRS also manages the community-wide program for procurement of publications needed in the intelligence production process. Specific judgment is provided on the level of expenditure against the stated needs. Should components deplete their allotted quotes, moreover, they are required to review their publications requirements and subsequent requests must be approved by supergrade-level authority.

Intelligence Personnel and Resource Management

The strength of this Directorate lies in the quality of its people. Concerted efforts are made at the recruiting stage to make sure that we are getting what we need in terms of both the attitude of the person towards intelligence and his qualifications to serve in the field. Since universities are the best source of new professional personnel, the Directorate seniors are in close touch with the academic world. This contact is of multibenefit: (1) it provides for the identification of people who might be interested in serving with the Agency; (2) it affords an opportunity for intelligence analysts and managers to exchange ideas with their academic counterparts, this of course within the bounds and

constraints of security; (3) it provides the source for external contracts for projects that the Agency might want to have undertaken but for a variety of reasons not with its own resources.

All things considered, the contacts with the academic community can be considered as part of the Directorate's quality control. It offers needed checks and balances on the recruitment and hiring of personnel as well as contributing to the development of the Agency's research effort.

Once people have been brought on board and assigned to the various production shops, a continual assessment effort is made to relate their abilities to the responsibilities of the Directorate. Only one part of this assessment consists of the production of annual fitness reports. The Directorate, through its supervisory chain and its Career Boards constantly looks at its personnel and evaluates effectiveness and potential. Training and other educational opportunities are afforded to people to make them more skillful in analytical techniques as well as to help them to acquire substantive knowledge and managerial know how.

At the same time, the Directorate engages in a constant review of the resources allocated to its programs. Management studies examine the level of effort directed towards specific tasks and weigh the alternative means of achieving the expected results. Moreover, the impact of anticipated man power and financial restraints are projected against changing requirements to ensure that the allocation of resources are most effectively responsive to the increasing demands for sophisticated intelligence production.

In summation the people who are the best qualified and most effective in this Directorate are those who have been created by an organization which remains alert to its resource needs relative to the dynamics of the demands being made upon it.

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In conclusion, evaluative systems used in the Directorate rely principally on the human mind to process data received in many different forms and through various means. At times it is necessary to support this primary evaluative system with more mechanical subsystems but only where (a) numerical or other symbolic value codes can represent an accurate and meaningful portrayal of all factors bearing on the value judgments, and (b) the system provides the manager with information he does not already have available through use of the human brain ADP system.

SUBJECT: Evaluation and Productivity

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